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UNICEF Gender Action Plan, 2018-2021

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I. Introduction

A. UNICEF commitment to and mandate on gender equality

1. The Gender Action Plan (GAP) 2018-2021 specifies how UNICEF will promote gender equality across the organization's work, in alignment with the UNICEF Strategic Plan, 2018-2021. It elaborates the gender dimensions of the programmatic results across the five goal areas of the Strategic Plan, as well as the steps to strengthen gender across change strategies and institutional systems and processes.

2. UNICEF work on gender equality and the empowerment of girls and women is grounded in the Convention on the Rights of the Child, the Convention on the Elimination of All Forms of Discrimination against Women, and the Convention on the Rights of Persons with Disabilities, and is anchored in the landmark Beijing Declaration and Platform for Action. Advancing gender equality and the rights of women and girls is essential to realizing the rights of all children. Children's rights and well-being often depend on women's rights and well-being, and childhood investments in gender equality contribute to lifelong positive outcomes for children and their communities.

3. The GAP is the UNICEF road map during 2018-2021 for supporting the achievement of gender equality goals in conjunction with partners and national stakeholders, as outlined in the 2030 Agenda for Sustainable Development and the Sustainable Development Goals. It articulates the organizational emphasis on equity as it relates to gender-based inequalities, especially as the deprivations women and girls face increase multifold when they are also disadvantaged by poverty, ethnic identity, geographic location, disability, and/or fragile and crisis conditions. UNICEF builds on the learning from implementing the GAP 2014-2017 at the global, regional and country levels, sustaining and strengthening the most effective elements, while also making adjustments to address gaps and challenges.

B. Global context: opportunities and challenges

4. Gender equality means that women and men and girls and boys enjoy the same rights, resources, opportunities and protections. Because power structures in societies across the world mostly privilege boys and men, advancing gender equality most often requires addressing disadvantages faced by girls and women. At the same time, gender inequality pervades personal, family and social relationships and institutions, and affects not only women and girls, but also men and boys, and requires the engagement of both sexes to make progress towards justice and equality. Shifts in gender equality require not only awareness and behaviour change, but also changes in the fundamental power dynamics that define gender norms and relationships.

5. While progress was made on gender equality following the Beijing Platform for Action and under the Millennium Development Goals, women and girls continue to face disadvantages in many spheres — including health, education, political participation and economic opportunity — in all parts of the world. Moreover, even as there has been movement towards more equitable roles for men and women in many societies, in others gender norms and power differentials have become more intensified.

6. Over 300,000 women and girls per year still continue to die from complications in pregnancy and childbirth. Fifteen million girls are married each year, and 61 million are out of school at the primary and lower-secondary levels due

to poverty, gender norms and lack of services and viable alternatives. Worldwide, women and girls continue to bear the bulk of the responsibility for unpaid care work. In all societies, and especially in humanitarian situations, women and girls are at risk of gender-based violence (GBV). Associations of violence with masculinity place large numbers of boys at risk of harm, while millions grow up internalizing and perpetuating the culture of violence in family, social and political life.

7. In recognition of these challenges and the importance of addressing persistent gender-based inequalities to make overall global progress, the Sustainable Development Goals feature gender equality prominently, both as a stand-alone goal (Goal 5), and in targets across all other 16 Goals. A growing range of governments, private sector entities, and civil society actors recognize that progress cannot be achieved if half of humanity is left behind. Many no longer ask why gender equality is important, but rather what they can do to support its achievement.

II. The Gender Action Plan: from 2014-2017 to 2018-2021

8. The GAP 2018-2021 has been developed concurrently with the UNICEF Strategic Plan, 2018-2021, through a process of mutual strengthening. The Strategic Plan integrates gender equality in results across all five goal areas, with relevance to both development and humanitarian contexts. It also integrates gender in the programme strategies and the underlying systems and processes that enable the achievement of results.

A. Lessons learned under GAP 2014-2017

9. UNICEF has made progress in mainstreaming gender, even as challenges remain and successful efforts need to be further strengthened. An important contributor to progress has been the marked visibility of gender in the UNICEF Strategic Plan, accompanied by management's commitment to providing resources, leadership and accountability. The role of the executive-level GAP Steering Committee in providing oversight and guidance has been especially important.

10. The four targeted priorities in GAP brought attention to the intense and interlinked forms of gender inequality faced by adolescent girls, helping UNICEF and partners to catalyse global and local investment and action on issues such as child marriage and girls' secondary education. Targeted priorities also deepened country-level analysis and ownership of gender results. Progress on some targeted priorities, however, has been slower than for others, with UNICEF programming on gender-responsive adolescent health requiring greater specification in order to translate the growing global commitments into results.

11. As recent assessments show, the practical application of gender mainstreaming in UNICEF work needs further delineation. Tools and guidance such as the Gender Programmatic Review have provided a methodology for gender analysis that makes concepts more concrete for field-based staff. These tools need to support a broader range of countries, even as they undergo refinement.

12. The pathways for the engagement of boys and men need to be better articulated within UNICEF programme priorities, as do those for advancing UNICEF work on gender equality and children's rights in fragile and humanitarian contexts.

13. The focus on having robust data and evidence on gender equality is recognized by staff as one of the areas where the GAP has added the most value, increasing

both the credibility of and demand for sex-disaggregated data, and motivating the demand for gender data beyond disaggregation alone.

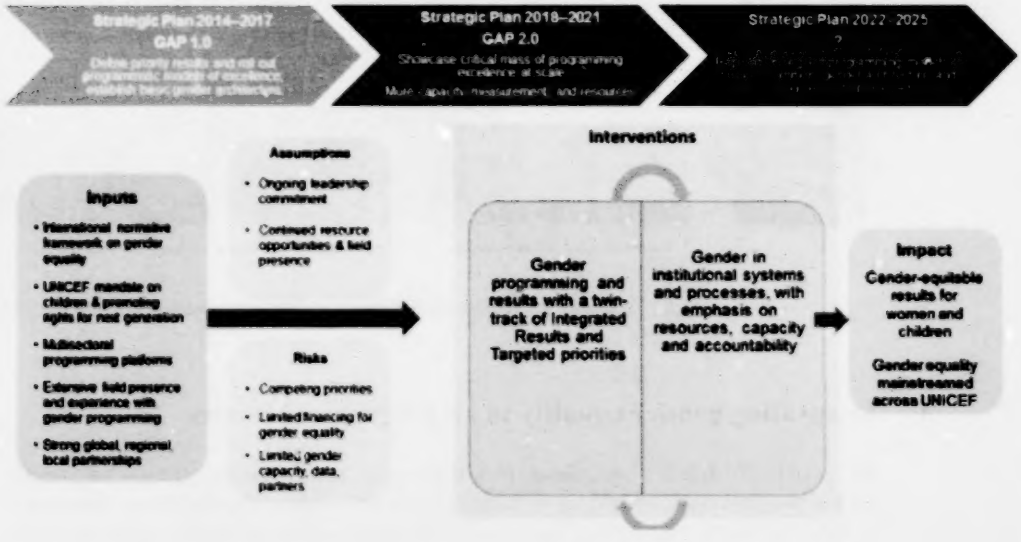
14. The most critical contributor to progress under GAP has been the investment in senior-level gender expertise. Senior gender staff, especially in regions, have been essential to improving the quality and scope of gender programming, building gender capacity, establishing internal and external gender networks and partnerships, fostering learning, knowledge-sharing, communications and advocacy, and supporting more effective measurement and accountability. Adequate gender expertise at the country level and within sectors at all levels of the organization, however, remains a challenge that will be a priority under GAP 2018-2021.

B. GAP Theory of Change

15. UNICEF advances gender mainstreaming, as envisioned in the Beijing Platform of Action, as both a bottom-up and top-down endeavour. The power of a decentralized organization like UNICEF can best be tapped by fostering field-level models of good gender programming through targeted and integrated efforts. These eventually accumulate to become a critical mass that triggers shifts in organizational systems and processes. At the same time, top-down efforts in the form of steady leadership commitment, investment of resources, capacity development, and articulation of accountabilities are also important for direction, consistency and legitimacy.

16. As shown in Figure 1, below, UNICEF mainstreaming strategy includes integration of gender in both programmatic results and institutional systems and processes. The GAP programmatic framework defines a twin-track approach: (a) integration of gender equality outcomes across all programme areas, and (b) specification of "targeted gender priorities" focused on empowering adolescent girls.

Figure 1: Gender Action Plan: Theory of Change


Strategic Plan 2014–2017
GAP 1.0
Strategic Plan 2018–2021
GAP 2.0
Showcase critical mass of programming excellence at scale
Strategic Plan 2022 - 2025
Inputs
• International normative framework on gender equality
• UNICEF mandate on children & promoting rights for next generation
• Multisectoral programming platforms
• Extensive field presence and experience with gender programming
• Strong global, regional, local partnerships
Assumptions
• Ongoing leadership commitment
• Continued resource opportunities & field presence
Risks
• Competing priorities
• Limited financing for gender equality
• Limited gender capacity, data, partners
Interventions
Gender programming and results with a twin-track of Integrated Results and Targeted priorities
Gender in institutional systems and processes, with emphasis on resources, capacity and accountability
Impact
Gender-equitable results for women and children
Gender equality mainstreamed across UNICEF

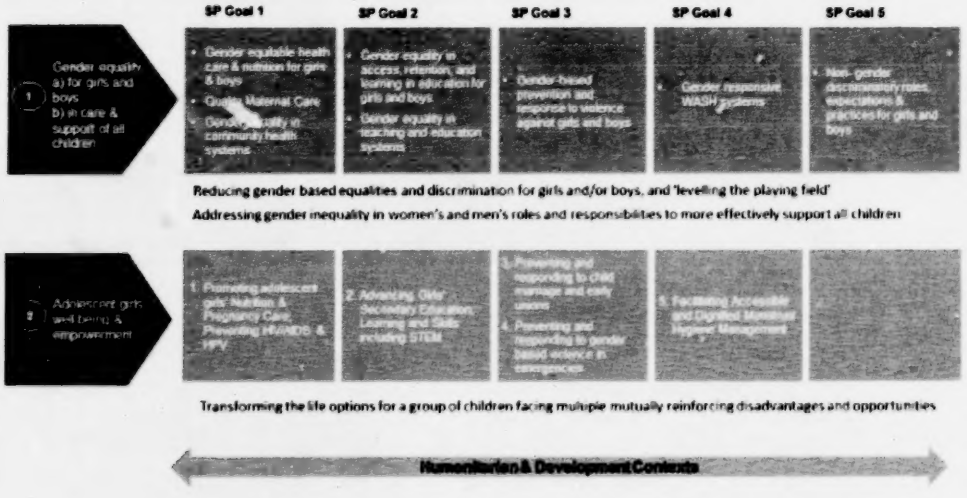
17. The vision for the first phase of GAP has been to establish a basic gender architecture of staffing and capacity, and define a set of priority programming results accompanied by strengthening of systems and resources for implementation and measurement. In some programmatic areas, field-based models of excellence have already taken shape; in other areas, the understanding of gender dimensions is clearer, and successful programmatic responses already under way are being better documented and replicated.

18. With GAP 2018-2021, the task is twofold. First, accelerate gender programming so that it covers a broader range of issues and contexts, producing not only greater depth and breadth of gender-equitable results, but also delivering them at scale. Second, intensify gender integration in institutional systems and processes by expanding gender capacity and expertise; strengthening gender analysis, data and tools; documenting and sharing best practices; and bolstering the allocation and utilization of resources.

III. Gender in programmatic results

19. In the UNICEF Strategic Plan, 2018-2021, gender equality is integrated into all five goal areas. Results for both programmatic tracks — integrating gender equality in all programme areas and the five targeted priorities on empowering adolescent girls — are mapped in Figure 2 against the goal areas of the Strategic Plan.

Figure 2: Gender Results in the Strategic Plan, 2018-2021


SP Goal 1
SP Goal 2
SP Goal 3
SP Goal 4
SP Goal 5
Gender equality a) for girls and boys b) in care & support of all children
Reducing gender based equalities and discrimination for girls and/or boys, and 'levelling the playing field'
Addressing gender inequality in women's and men's roles and responsibilities to more effectively support all children
Adolescent girls well-being & empowerment
Transforming the life options for a group of children facing multiple mutually reinforcing disadvantages and opportunities
Humanitarian & Development Contexts

A. Integrating gender equality in all programme results

20. GAP 2018-2021 articulates two themes to make the integration of gender within programmatic results more tangible and actionable. These themes are central to UNICEF work and reflect the gender-related priorities of many of the countries and regions where UNICEF works.

21. The first theme focuses on equality between girls and boys; the second on gender equality in care and support for children. Within these themes, eight results are specified as demonstration models for integrating gender into all programming. These eight 'demonstration' results are embedded in the Strategic Plan, with indicators in the Results Framework.

Gender equality for girls and boys

22. The first theme provides the pathway for promoting equality for girls and boys from birth through adolescence by addressing the gender-specific discrimination and disadvantages that generally affect girls, but also boys. The theme guides analysis and solutions around the nature and extent of gender inequality in key life outcomes for girls and boys in health and nutrition, education, and protection against violence and exploitation. It also helps to address gender-differentiated roles, responsibilities and socialization at various stages of childhood.

23. Four demonstration results are highlighted:

(a) Gender-equitable health care and nutrition for girls and boys;

(b) Gender equality in access, retention and learning for girls and boys;

(c) Gender-based prevention of and response to violence against girls and boys;

(d) Non-gender-discriminatory roles, expectations, and practices for girls and boys.

Gender equality in care and support for all children

24. The second theme addresses the support that all children — irrespective of age or sex — require from women in particular, but also from men, to survive and thrive. The theme emphasizes the close link between care for women and care for children in health, nutrition, learning and protection. The link between violence against women and against children is well established, and these connections are especially visible in fragile and humanitarian contexts.

25. Care and support for children can be significantly improved by fostering gender equality among women and men, by engaging men — especially fathers — and by simultaneously improving support for women and children in the family, community and other key social service areas with which UNICEF engages, such as health, education, protection, and water, sanitation and hygiene (WASH).

26. Four demonstration results are highlighted:

(a) Quality maternal care;

(b) Gender equality in community health systems;

(c) Gender equality in teaching and education systems;

(d) Gender-responsive WASH systems.

27. Further elaboration of the eight demonstration model results is provided in annex 1. As outlined below, UNICEF will tap the most effective, evidence-based strategies to support national and local efforts to advance gender equality and children's rights at the family, community and institutional levels in pursuit of these results, as well as others that countries may identify.

28. Strengthening local and national systems in health, education, WASH, and social and child protection to be gender-responsive is key. Interventions for systems-strengthening include technical and strategic inputs to gender-related

policies, action plans, analysis of budgets and financing in conjunction with gender budgeting, improved data and monitoring systems, as well as enhancing the gender capacity of administrators and service providers. For example, a focus on gender equality in strengthening health systems should help not only to improve maternal and newborn health, but also to build a quality health workforce that advances women as professionals.

29. Community engagement, a traditional strength of UNICEF, will be mobilized to address gender attitudes, behaviours and norms and help male and female community members to become catalysts of gender-equitable social change. For example, in its efforts to shift traditional roles, responsibilities and norms that constrain girls or boys, UNICEF and partners will work with community leaders, teachers, health workers, parents and girls and boys themselves, including through direct messaging and dialogue, mass media, social media and U-Report.

30. Evidence-based communication and advocacy for legislative and policy shifts, and especially for increased domestic financing, are important for advancing gender equality and children's well-being and rights. For example, UNICEF is supporting both research and advocacy that helps governments and stakeholders to address the close connection between child marriage and early pregnancies, lack of education for girls, child survival rates and stunting.

31. For gender programming to have reach and impact, viable solutions must be owned by local governments and partners for scale and sustainability over time. Instead of "projectizing" gender-responsive interventions, UNICEF offices will consider options for scale-up and sustainability from the very beginning of programme design — including by integrating interventions into existing systems and tapping partners with large reach.

32. Innovation in gender programming is capturing the imagination of an increasing number of UNICEF staff who are exploring new products, delivery mechanisms, and data-generation opportunities to overcome some of the most stubborn gender challenges. UNICEF will use its convening power to support innovative strategies, domestic financing, and local capacity to achieve gender-equitable results. For example, in humanitarian contexts, UNICEF will pilot data technologies to map GBV risks, collect feedback on services, and facilitate the participation and decision-making of women and girls in services and systems affecting their lives.

B. Adolescent girls' well-being and empowerment: five targeted priorities

33. In many places, a girl reaching puberty is a signal for constraining her movements, schooling, friendships, sexuality, and life exposure, while the opposite is often true for boys. Simultaneously, adolescent girls also experience the burden of domestic work, the expectation to be married or sexually active, and the likelihood of pregnancy, along with the experience of sexual and other types of violence. Because of these obstacles, millions of adolescent girls across the world are denied their potential.

34. The five targeted priorities place a special focus on this group of children — disadvantaged adolescent girls — for whom investment in multiple interlinked areas has the potential to bring about transformative change, with continuing multiplier effects for their families, communities, and especially the next generation. Within the UNICEF mandate on advancing the rights of children, girls facing an intensification of deprivations as they become adolescents are both a special

responsibility and opportunity for change. The five targeted priorities below span goals 1, 2, 3 and 4 in the UNICEF Strategic Plan, and are a focus in both humanitarian and development settings:

(a) Promoting adolescent girls' nutrition, pregnancy care, and prevention of HIV/AIDS and human papilloma virus (HPV);

(b) Advancing adolescent girls' secondary education, learning and skills, including STEM;

(c) Preventing and responding to child marriage and early unions;

(d) Preventing and responding to GBV in emergencies;

(e) Facilitating accessible and dignified menstrual hygiene management (MHM).

35. These priorities vary slightly from the four targeted priorities in GAP 2014-2017. In GAP 2018-2021, gender-responsive adolescent health is both more specific and streamlined, and MHM is a separate targeted priority. Skills, especially STEM, are emphasized in addition to secondary education, and early unions are addressed along with child marriage.

36. A gender focus across sectoral efforts facilitates collaboration and efficiencies that improve more than one outcome. For example, girls' schooling helps to prevent child marriage and early unions, which are closely linked to adolescent pregnancy and HIV risk, as well as the experience of violence. Lack of nutrition for adolescent girls impacts their ability to learn and survive childbirth. Conflict and emergency situations not only increase girls' exposure to GBV, but also increase their health risks, diminish their educational opportunities, and expose them to coping mechanisms such as child marriage and early unions.

1. Promoting adolescent girls' nutrition, pregnancy care, and prevention of HIV/AIDS and HPV

37. While adolescence carries new health risks for both girls and boys, millions of girls face gender-specific vulnerabilities, with lifelong consequences: pregnancy, higher risks of HIV, HPV and cervical cancer, and inadequate nutrition. As of 2016, 73 UNICEF country offices were focusing on the targeted priority of gender-responsive adolescent health, working with governments and partners to promote an integrated approach to sexual and reproductive health and rights as a cornerstone to girls' well-being and empowerment.

38. From 2018 to 2021, UNICEF will build on this progress, leveraging its partnerships, especially with the United Nations Population Fund (UNFPA) and the World Health Organization (WHO), and ongoing work across sectors to improve age- and sex-specific quality, integrated health services and to shape more gender-equitable policy and social environments to reduce girls' health risks and negative outcomes.

39. Nutrition. The combination of poverty and gender norms can circumscribe girls' access to nutritious foods, placing them at higher risk of malnutrition at a time when the biological transitions of puberty, and in many cases, pregnancy, childbirth and lactation, render girls' bodies more vulnerable to poor health. There is a growing global effort under way, with resonance in national agendas, to address the nutritional needs of adolescents at scale, with a particular focus on girls. Currently, UNICEF supports governments to reach 40 million adolescents annually, about half of them girls, with nutrition services.

40. By 2021, UNICEF will support scale-up efforts to deliver integrated, gender-responsive packages of interventions to address malnutrition among 70 million adolescent girls annually, both in and out of school. In the context of major global movements such as Scaling Up Nutrition, UNICEF will collaborate with development and humanitarian partners to advocate for and generate evidence on which scalable, integrated nutrition and education packages work to transform girls' lives, as well as to address widespread data gaps on gender-specific adolescent nutrition.

41. Pregnancy care. When compared with pregnancy among older age groups, pregnancy during adolescence puts girls and their newborns at greater risk of complications and death. In humanitarian crises, the risk of pregnancy-related death is twice as high for girls aged 15 to 19 and five times higher for girls aged 10 to 14, compared to women in their twenties.

42. From 2018 to 2021, UNICEF will build on its strong track record of partnering effectively to reach adolescent girls with critical antenatal and post-natal care and skilled birth attendance to uphold the safety and dignity of young mothers and help more children to get a healthy start in life. UNICEF will also continue its partnership with UNFPA in supporting pregnancy prevention for girls, by improving their knowledge of sexual and reproductive health and access to services.

43. UNICEF and partners will strengthen pregnancy-care services for adolescent girls through health centres and community outreach, including as part of global alliances such as Every Woman Every Child. UNICEF will support governments in equipping mainstream public health systems to be responsive to the needs of pregnant girls, and implement standards for adolescent-friendly health services within quality-of-care initiatives for maternal and child health.

44. HIV and AIDS. Despite global progress in slowing the spread of HIV, new infections are rising disproportionately among adolescent girls, the only group for whom AIDS-related deaths are increasing. Through the All In! initiative, UNICEF supports the development and implementation of evidence-driven country plans and investments in adolescent HIV prevention in 25 focus countries, in partnership with United Nations agencies, governments and the Global Fund to Fight AIDS, Tuberculosis and Malaria, among others.

45. In 2018-2021, UNICEF and partners will accelerate and scale up existing HIV interventions for adolescent girls in high-prevalence settings, supporting governments to strengthen data-driven advocacy and subnational and local data collection disaggregated by sex and key populations. They will also support development and delivery of packages of combination prevention interventions tailored to the needs of adolescent girls, linking to cash grants, social protection schemes, psychosocial support, risk-reduction counselling, and education on HIV/AIDS knowledge and testing.

46. HPV. Inoculation against HPV, the sexually transmitted virus that causes cervical cancer, is critical to protect the health of adolescent girls. Restrictive norms around gender and sexuality, however, too often prevent girls from receiving this safe, life-saving vaccine. UNICEF has been a key partner with the United Nations Joint Global Programme for Prevention and Control of Cervical Cancer, Gavi, the Vaccine Alliance, and WHO in bringing HPV vaccines to adolescent girls in developing countries through both research and service delivery.

47. From 2018 to 2021, UNICEF and partners will support countries interested in introducing the HPV vaccine. As a procurer of vaccines and main partner in the Expanded Programme on Immunization, UNICEF will facilitate roll-out and scale-up of the vaccine. To increase acceptance and uptake of the vaccine, UNICEF will

support use of gender-sensitive communication strategies to fight misconceptions and clarify the vaccine's protective effect on girls.

2. Advancing adolescent girls' secondary education, learning and skills development, including STEM

48. Evidence shows that advancing girls' secondary education is one of the most transformative development strategies to invest in. Completion of secondary education brings the most significant positive benefits to girls and societies — from dramatically increased lifetime earnings and national growth rates, to reductions in child marriage, stunting, and child and maternal mortality.

49. In countries with gender disparity in access to and completion of secondary education, girls are more likely to be disadvantaged. Girls who are poor or members of ethnic or linguistic minorities, and/or residents of rural areas or urban slums, are particularly disadvantaged. Even where girls do complete secondary education, traditional gender- based expectations can deprive girls of critical knowledge and skills around confidence and assertion, as well as innovation and technology for competitiveness in the job market.

50. In 2016, a total of 60 UNICEF country programmes prioritized girls' secondary education. Through 2021, UNICEF will build on and scale up this work to support disadvantaged adolescent girls to transition to and complete secondary education and improve skills, including in STEM. UNICEF will assist national efforts to strengthen gender-equitable education systems and reduce gender-related social, cultural, and financial barriers to improve education for adolescent girls.

51. UNICEF will work with key partners, including the United Nations Girls' Education Initiative (UNGEI), the Global Partnership for Education, United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Bank and others to support investment in addressing distance-related barriers to education, re-entry policies for young mothers, and MHM in schools. Social protection measures, including cash transfers, will be a focus to improve girls' transition to and retention in secondary school.

52. UNICEF will support the skills development of girls at secondary level through at-scale models that can be embedded in national systems, developing capabilities in girls for both personal and social advancement as well as for employment, especially in fields underrepresented by women. In partnership with UNGEI and others, UNICEF will support the development and implementation of mechanisms to prevent and respond to school-related GBV at national and school levels.

3. Preventing and responding to child marriage and early unions

53. There are 750 million women and girls alive today who were married before their eighteenth birthday. Child marriage robs girls of their childhood and constrains their life options, lowering education levels, and increasing adolescent pregnancy and domestic violence. During GAP 2014-2017, UNICEF and partners, including UNFPA, the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), Girls Not Brides, and many governments, worked together to place child marriage high on the international development agenda, as a target under Sustainable Development Goal 5. As the custodian for the indicator to track progress on this target, UNICEF continues to advance the collection and utilization of data and evidence on child marriage.

54. By 2016, a total of 60 UNICEF country offices across all regions focused on preventing child marriage and early unions, as well as supporting girls already in

marriage or union. Over the next four years, UNICEF will work within the framework of the Global Programme to Accelerate Action to End Child Marriage, which UNICEF coordinates with UNFPA, to support the 12 countries covered by the programme, and to expand the learning on successful interventions to the broader range of countries working on the issue, including those in conflict and emergency settings. This will involve accelerating programming in regions where both the prevalence and burden of child marriage are especially high, while supporting countries across regions with knowledge-sharing and dissemination of tools and guidance, helping to foster a robust global community of practice.

55. UNICEF will continue to work with Governments to support development, budgeting, and implementation of national action plans on child marriage and advocate for legislative shifts, in conjunction with local civil society and government. A critical task will be to consolidate and embed in national systems scalable models of interventions to advance girls' agency and retention in school and create an enabling environment in schools and legal systems. Efforts will also strengthen health systems to facilitate sexual and reproductive health information and services that are responsive to adolescent girls. Successful scalable models for engaging mothers, fathers, boys, communities and other influential actors will be replicated to expand efforts to change gender norms and invest in the development and empowerment of adolescent girls. By 2021, UNICEF-supported programmes aim to reach at least 2.5 million adolescent girls with prevention and care interventions to address child marriage.

4. Preventing and responding to gender-based violence in emergencies

56. Gender-based violence is one of the most pervasive violations of human rights across the world. Conflict situations, disasters and displacement can intensify the various forms of GBV that girls and women endure in times of peace and stability, while limiting the availability of health and other services to support survivors. The increasing scale of humanitarian crises has called upon UNICEF to step up its preparedness and response to GBV in emergencies. In 2016, UNICEF provided 4.6 million women, girls and boys across 53 countries with a package of GBV in emergencies prevention and response services.

57. In partnership with local women's groups, UNFPA, the Office of the United Nations High Commissioner for Refugees, the World Food Programme, the International Rescue Committee and others, UNICEF will continue to leverage its work across the education, health, nutrition, WASH and protection sectors to prevent and respond to GBV in emergencies, and build prevention and mitigation into the efforts of all UNICEF-led clusters. This entails continued delivery of GBV in Emergencies Response Packages covering coordinated life-saving response services for survivors of sexual violence; improving the safety of girls and women through distribution of dignity kits; accessible and relevant safe-space programming and safety planning with communities; strengthening social work, social protection and health systems; addressing negative gender norms and practices; and promoting supportive legislative and policy frameworks.

58. UNICEF will also reinforce staff capacity across programme sectors to address GBV in emergencies, including through training on the UNICEF GBV in Emergencies Programme Resource Pack and the 2015 Inter-Agency Standing Committee (IASC) GBV Guidelines. UNICEF will contribute to the global ecosystem of learning and innovation related to GBV in emergencies, including piloting data technologies to map GBV risks, and improve women's and girls' participation and decision-making in shaping services. To support learning and improved interventions to meet the evolving needs of girls and women in emergencies, UNICEF will measure the country-level impact of implementing the

UNICEF Minimum GBV in Emergencies Response Package, and increase the visibility and diffusion of successful practices.

5. Facilitating accessible and dignified menstrual hygiene management

59. The ability of adolescent girls to safely manage their monthly menstrual cycle in privacy and with dignity is fundamental to their health, psychosocial well-being and mobility. Millions of girls in low-resource and emergency contexts without access to adequate MHM facilities and supplies experience stigma and social exclusion while also forgoing important educational, social and economic opportunities. Delivering quality MHM resources and information is important for building the confidence and freedom of girls during adolescence. It is also a gateway for other gender-transformative interventions, such as life skills, sexual and reproductive health and rights, and community-level support.

60. In 2016, UNICEF supported girls in 45 countries to better manage their menstruation, as a growing component of its programming for WASH in schools, and reached nearly 1 million girls and women in humanitarian emergencies with menstrual hygiene supplies. UNICEF has also played a critical role in raising the profile of MHM globally, convening partners through forums such as the MHM Virtual Conference and MHM in Ten Meeting, in partnership with civil society, governments, academics, women's groups, and experts in health, education and WASH.

61. From 2018 to 2021, UNICEF will work with these and other partners, including WHO, UNESCO, WaterAid, and private sector partners to expand and scale up its work on MHM by designing and implementing a scalable multisectoral programming package to cover essential MHM information, support, services and facilities for adolescent girls in low-resource settings, building upon research conducted in 14 countries. This package will be tested and integrated into platforms that are poised to take it to scale, covering adolescent girls both in and out of school, taking into account the specific needs of girls with disabilities and girls in conflict and disaster settings.

IV. Gender in programme strategies and institutional systems

62. Improving UNICEF strategies and systems to be more gender-responsive is a core objective for achieving programmatic results, and necessary for UNICEF to meet its organizational commitments to gender equality as specified in the 2016 quadrennial comprehensive policy review (QCPR) and United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women. As reflected in the Strategic Plan, UNICEF will mainstream gender equality in (a) the strategies necessary for designing and implementing quality programmes at scale, and (b) the capacity and accountability in institutional systems to effectively execute those strategies.

A. Gender equality in quality programming at scale

63. In order to foster high-quality, gender-responsive programme design and implementation, UNICEF will continue to support Governments and other partners to undertake robust gender analysis. The organization will invest in further standardization of tools, technical assistance and guidance, key features of which are discussed below and elaborated in annex 2.

64. UNICEF will work with partners to identify the cause and scope of gender-related barriers to positive outcomes for children, and develop nationally owned, scalable solutions that can bring the resources, skills and contributions of various stakeholders to achieve scalable results.

65. Importantly, UNICEF will also strengthen its ability to undertake gender analysis within the country programme development process to understand the organization's own added value in advancing gender equality, in collaboration with the Government and partners.

1. Generation and use of gender data and evidence

66. Gender data and evidence are the backbone of good gender programming. To fully identify which children are disadvantaged, to what extent and in what manner, disaggregation of data by sex is essential, but often in combination with other disaggregated data (age, poverty, disability, etc.). To the extent possible, UNICEF will prioritize the collection and analysis of disaggregated data and promote more sophisticated measures of gender inequality, beyond gender parity.

67. In partnership with UN-Women, UNFPA and others, UNICEF will support improvements in the collection and analysis of girl-related and sex-disaggregated Sustainable Development Goals data for Tier I indicators, including by building capacity in regions and countries. UNICEF will work with these partners to integrate improved gender measures in the Multiple Indicator Cluster Survey, Demographic and Health Survey, country surveys and censuses, as well as in administrative data for education, health, WASH and humanitarian-monitoring systems. Through continued participation in the Interagency Expert Group on Gender Statistics UNICEF will support national statistical agencies in improving gender statistics for monitoring gender-related targets in the Sustainable Development Goals.

68. UNICEF will also work to improve participatory and qualitative gender data sources, and tap innovative data sources from social media and other platforms. User-friendly showcasing of gender data will be expanded, including via web-based platforms, and in coordination with other United Nations gender-related data initiatives and portals, such as UN-Women's SDG Data flagship programme. Similarly, the evidence base on effective gender-responsive and transformative interventions provides UNICEF and partners with the basis for more informed programming.

2. Gender analysis for effective programme design and implementation

69. UNICEF work must be grounded in high-quality gender analysis that illuminates the nature and scale of gender inequalities affecting outcomes for children. Through 2021, the aim will be to further strengthen the Gender Programmatic Review tool that encapsulates this analysis and standardize its use across countries and programme areas. Gender analysis will form a routine part of the planning, design and review of the country programme.

70. The use of a gender causal framework will be expanded to integrate gender analysis into a country programme's Situation Analysis by mapping how in any given context, gender inequality is reflected in outcomes for children, and in the intermediate structural determinants of those outcomes. For example, in South and East Asia, and increasingly in Central and Eastern Europe and the Commonwealth of Independent States, son preference is the root cause of the neglect of daughters in health care and treatment. In Eastern and Southern Africa, health differentials result from a different gender dynamic: the high HIV/AIDS risk for adolescent girls is driven by poverty and cross-generational sex.

71. An assessment of gender-related bottlenecks and barriers will be an integral part of the analysis for prioritizing where, how, and which interventions will be most effective and feasible. Gender-related barriers contributing negatively to child outcomes range from women's and girls' lack of resources, safety, mobility, knowledge and decision-making, as well as the male-female division of labour and gender norms. For example, a mother's lack of mobility alone — due either to prohibitive norms or lack of transportation — may constrain the achievement of results on immunization, pneumonia care, stunting, birth registration and other child outcomes.

72. Opportunities and options, in contrast, signal a positive context for advancing gender results. In the countries where it works, UNICEF will support the efforts of Governments and civil society actors to advance their national goals for gender equality by building on existing favourable laws and policies, institutional capacities, research and the evidence base, and complementary partners. Especially opportunistic in this context are longstanding relationships with ministries of gender or of women and child welfare, which are in the position to take leadership in convening and coordinating cross-sectoral efforts to advance national priorities. UNICEF-supported gender analysis can point to partnership possibilities with other government agencies or ministries favourably inclined towards gender equality — for example, the health ministry for quality maternal care, or the education ministry for advancing girls' education.

3. Partnerships and coherence

73. UNICEF will continue to leverage the close alliances it has forged with United Nations agencies and other global bodies to advance progress on gender equality. In particular, UNICEF collaboration with UNFPA, the United Nations Development Programme (UNDP) and UN-Women is explicit in addressing five key areas of the 2030 Agenda for Sustainable Development: violence against women and girls, economic empowerment of women and girls, sexual and reproductive health and rights (including ending child marriage), and resources for gender-equality programming. The UNICEF ongoing joint programmes with UNFPA on ending child marriage and female genital mutilation/cutting are prime examples of agencies with distinct but overlapping missions joining forces to strengthen programme quality and expand reach.

74. UNICEF maintains its role in the Inter-Agency Network on Women and Gender Equality, the United Nations Development Group Gender Task Team and the IASC gender reference group, and implementation of the United Nations system-wide action plan. At the country level, UNICEF will continue to play a pivotal role in setting United Nations system-wide gender priorities through the process of the United Nations Development Assistance Framework. As part of the gender theme groups and other inter-agency initiatives, UNICEF will support the tracking of performance on the Sustainable Development Goals, Convention on the Rights of the Child, and Convention on the Elimination of All Forms of Discrimination against Women.

75. UNICEF will continue to be a key partner to governments, civil society, research organizations and the private sector, in fostering new solutions and identifying additional resources for expanded financing for gender-equitable results for children.

4. Resources

76. The resources established under GAP 2014-2017 allowed UNICEF to build a core gender team, which has been key to results achieved to date. The initial

investment to develop this expertise has been incorporated into the UNICEF integrated budget. The investment of catalytic resources will continue, including for additional gender posts on data, evidence and humanitarian work, and especially for the strengthening of gender capacity.

77. The overall expenditure on gender will be in line with the United Nations system-wide action plan and QCPR. Efforts to increase the gender thematic fund will continue, while integrating budgets for gender expertise, partners and activities into resource mobilization and utilization efforts across sectors.

B. Capacity and accountability on gender results

1. Capable and learning organization on gender equality

78. UNICEF will build on the strides made during GAP 2014-2017 in strengthening gender expertise and capacity, especially at the country level and within sectors, with the launch of the Gender Pro initiative in 2017, with two aims: (a) support more robust capacity around gender analysis, data, measurement and applied programming among gender focal points and all staff; and (b) build a cadre of high-quality gender specialists — especially within sectors — who have a sophisticated understanding of applied programming and measurement in both gender and one or more sectors.

79. The capacity-building programme for gender specialists will be rolled out within UNICEF and also to interested partners in the development and humanitarian sectors, to contribute to expanded gender expertise in the field more broadly.

80. The capacity-building effort is accompanied by the establishment of a gender-credentialing system, setting standards for high-quality gender skills as well as a pathway for professional growth among staff. Countries, regions and headquarters will also be supported to further invest in collaborative teams and management structures that facilitate shared ownership and contributions by both sectoral and gender experts to achieving gender equitable results for children.

81. UNICEF will accelerate its effort to improve knowledge management to keep staff abreast of trends and best practices in gender programming and organizational change. It will also expand the global and regional gender networks established since 2014, systemizing information-sharing platforms. Staff will be supported through an evolved web platform showcasing UNICEF resources and linking to other gender-resource portals across the United Nations agencies and other key partners.

82. Building on recent gains, UNICEF will continue to make strides in achieving gender parity at all staffing levels, with senior-level posts remaining a priority. The aim is, by 2021, to achieve full gender parity at the P-5 level and above (moving from 48 per cent of all positions occupied by women).

83. UNICEF aims to be a more gender-responsive workplace, supporting all staff to take advantage of family-friendly policies such as maternity and paternity leave and flextime. UNICEF will continue using the annual staff survey and other data to assess levels of satisfaction and concern among male and female staff, incorporating responsive action into management decisions. Women's leadership initiatives will be supported.

2. Organizational accountability for results on gender equality

84. Accountability for achieving results on gender equality, as articulated in GAP 2018-2021 and the Strategic Plan, will continue to be managed in a chain from the

Office of the Executive Director to regional directors to country representatives, the latter ultimately responsible for delivering results on the ground. The GAP Steering Committee will continue to be responsible for monitoring implementation of the GAP, particularly capacity-strengthening, resource allocation and progress on results, including country and divisional progress on programmatic results and key performance indicators.

85. As the GAP is aligned with the UNICEF Strategic Plan, 2018-2021, its results on programmatic and institutional performance are drawn from the Strategic Plan results framework. Progress towards achieving results will be measured against outcomes and outputs indicators from the Strategic Plan.

86. Progress on programming excellence will be tracked through four Key Performance Indicators (KPIs) in the Strategic Plan: (a) country offices undertaking robust gender analysis; (b) country programme documents meeting or exceeding standards of excellence on gender equality; (c) country offices meeting or exceeding standards on gender in programme implementation and accountability; and (d) compliance with United Nations SwAP performance indicators. Learning from UNDP use of the "Gender Seal", UNICEF will reward countries exceeding standards on KPIs b and c, encouraging healthy emulation.

87. Three additional management indicators will track progress on capacity and resources: (a) gender parity in posts P-5 and above; (b) percentage of eligible staff completing gender training; and (c) percentage of expenditures on programming with a primary focus on gender equality. The last of these is included as a QCPR indicator adopted by all funds and programmes.

88. UNICEF will continue its efforts to strengthen its evaluation function to better integrate gender into programme evaluations. Following the lessons learned from the evaluation of UNICEF humanitarian functions, a new plan is under development for training country offices, and criteria are being set for programme evaluations to more effectively assess performance on gender-equality results. UNICEF will undertake a full evaluation of its effectiveness on gender mainstreaming in 2019.

V. Conclusion

89. UNICEF is committed to gender equality as core to its mission to realize the rights of all children, especially the most disadvantaged, and its efforts to contribute to progress towards the Sustainable Development Goals. Leveraging global momentum and the successes and lessons learned from implementing its Gender Action Plan 2014-2017, UNICEF will take its work on advancing gender equality to the next level in 2018-2021, by taking quality gender programming to scale for greater reach and impact. This will entail strengthening existing and forging new partnerships with governments, United Nations agencies, civil society, the private sector and other partners; taking a more focused programmatic approach that addresses the gender-related barriers to better outcomes for all children, with a focus on adolescent girls; and continued investments in institutional strengthening and capacity-building at UNICEF to improve its contributions to gender equality and the well-being of children, families and communities.

Annex 1: Demonstrable results for gender integration

Gender equality for girls and boys (1)

Gender equality in care and support of all children (2)

Goal 1

Gender-equitable health care and nutrition for girls and boys (1)

Gender differences in nutrition, healthcare-seeking and treatment, and cultural and community norms such as son preference or cross-generational sex contribute to gender-differentiated mortality and morbidity for boys and girls. To address these issues, UNICEF will:

- Collect and analyse sex-disaggregated data to inform tailored interventions
- Strengthen health facilities and community platforms to address gender inequalities in care and counselling
- Develop relevant indicators to improve data and measurement, and test interventions to address the gender dimensions of adolescent mental health in low- and middle-income countries

Quality maternal care (2)

Lack of quality maternal care, especially during labour and delivery and the immediate post-natal period, is a major factor in continued high maternal and neonatal morbidity and mortality. UNICEF will:

- Work with partners to strengthen national systems to implement World Health Organization (WHO) maternal and neonatal health quality-of-care standards, including treating women with respect and dignity; appropriate water, sanitation, energy and medical supplies in facilities; increasing knowledge and information of women and family members regarding antenatal and post-natal care, as well as breastfeeding options to empower women to make decisions that are manageable for their health and needs.

Gender equality in community health systems (2)

Gender inequality is common in the health workforce, with women often underpaid, overworked and underrepresented in professional, supervisory and decision-making roles. Female community health workers in particular are often low-skilled, voluntary or temporary workers. Working with partners to develop more gender-equitable health systems that can deliver quality services to children and families, UNICEF will:

- Promote the professionalization of female and male frontline health workers — by collecting and utilizing data on their role and impact, with a gender perspective
- Advocate for gender-equitable national policies and financing for community health systems to train, pay and empower health workers adequately and ensure a gender balance in this critical professional category

Goal 2

Gender equality in access, retention, and learning in education for girls and boys (1)

Gender norms underpin barriers for girls and boys in accessing quality education. Barriers for girls include child marriage, gender-based violence, inadequate water, WASH facilities, and a heavy burden of household chores. For boys, barriers range from pressure to earn money to stereotypes around masculinity that encourage truancy. UNICEF will:

- Work with governments and partners to develop national education sector plans addressing gendered socio-cultural and financial barriers to quality education. These will aim to prevent gender-based violence, promote measures such as cash transfers and school feeding programmes, remove gender stereotypes in teaching materials, train teachers in gender-responsive pedagogy, and promote formal and non-formal learning opportunities, especially in humanitarian situations.

Gender equality in teaching and education systems (2)

A gender-balanced supply of high-quality teachers is essential to making education systems more gender-equitable and supportive of quality education for children, especially in improving learning outcomes. UNICEF will:

- Work with governments to address teacher deployment so as to facilitate the placement of female teachers in safe spaces and support the development of gender-responsive policies to advance teachers of both sexes
- Promote gender-responsive pre- and in-service teacher training, and adequately equip teachers to ensure children's safety in schools
- Ensure that disadvantaged girls can access teachers education and training to establish a pipeline of quality female teachers

Goal 3

Gender-based prevention and response to violence against girls and boys (1)

The causes, risks, forms and implications of violence are often gender-differentiated. For example, only girls experience female genital mutilation/cutting, and women and girls are at increased risk of domestic and intimate-partner violence; boys are more likely to become child soldiers or experience gang violence. In addressing gender-based violence against children, UNICEF will:

- Build the capacity and systems of multiple sectors to provide gender-responsive service delivery and gender-responsive access to justice, particularly in school-based settings
- Promote social and behavioural change efforts within communities and institutions to shift attitudes and practices involving violence
- Emphasize gendered dimensions in the implementation of a package of strategies to end violence against children developed with multiple partners to foster harmonized action.

Goal 4

Gender-responsive WASH systems (2)

Women and girls are disproportionately responsible for collecting and using household water, and are disproportionately affected by lack of sanitation and hygiene services, particularly in humanitarian situations. However, they are often not included in the design and management of WASH resources and services. UNICEF will:

- Assess whether current programming models, such as participatory community-led total sanitation efforts, or emerging models such as market-based approaches, effectively support an economic and/or time-saving empowering role for women
- Strengthen gender-responsive measurement and monitoring systems for results of women's roles in WASH, especially in emergencies, to inform more efficient programming and effective supplies, such as dignity kits

Goal 5

Non-gender-discriminatory roles, expectations and practices for girls and boys (1)

Gender discriminatory roles and practices consist of rules, behaviours, and attitudes and expectations that differentiate between boys and girls and limit their rights, well-being, and opportunities. To address discriminatory policies as well as the socialization processes that negatively define gender roles and practices, UNICEF will:

- Support communities to transform social narratives and promote behaviour change through parenting, early childhood and adolescent-empowerment programmes
- Promote gender-equitable and affordable childcare that reduces women's care burden, engages fathers and men in caring for children, and improves the skills and professional advancement of mostly female childcare workers
- Advance policy shifts and implementation through advocacy, data generation and use, and monitoring systems for non-gender-discriminatory early childhood, extracurricular, training, sports, vocational, and mentorship policies for girls and boys

Annex 2: Programme excellence and gender programming at scale: key elements of gender analysis

Figure 1: Gender in country programme development process

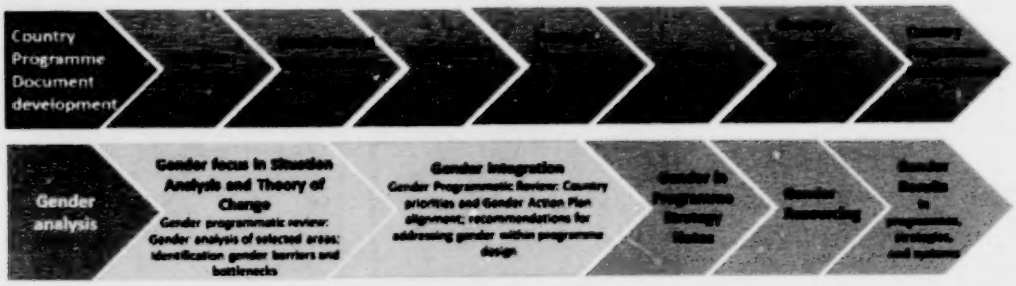
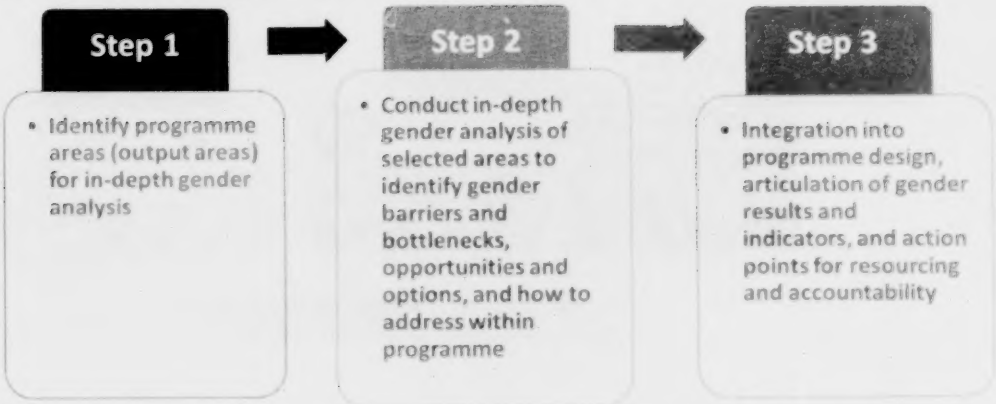

Country Programme Document development
Gender analysis
Gender focus in Situation Analysis and Theory of Change
Gender programmatic review: Gender analysis of selected areas; identification gender barriers and bottlenecks
Gender integration
Gender Programmatic Review: Country priorities and Gender Action Plan alignment; recommendations for addressing gender within programme design

Figure 2: Gender Programmatic Review


Step 1
• Identify programme areas (output areas) for in-depth gender analysis
Step 2
• Conduct in-depth gender analysis of selected areas to identify gender barriers and bottlenecks, opportunities and options, and how to address within programme
Step 3
• Integration into programme design, articulation of gender results and indicators, and action points for resourcing and accountability

For UNICEF country offices, a Gender Review is mandatory at least once through the programme cycle. The Gender Programmatic Review (GPR) is a step-by-step tool that guides country offices in strengthening gender programming in alignment with country priorities, the Strategic Plan and the Gender Action Plan. It is the key tool through which country offices integrate gender at all stages of the Country Programme Document development process.

Figure 3: The five GAP principles for gender integration in programming

Gender-responsive or transformative programmes should be:

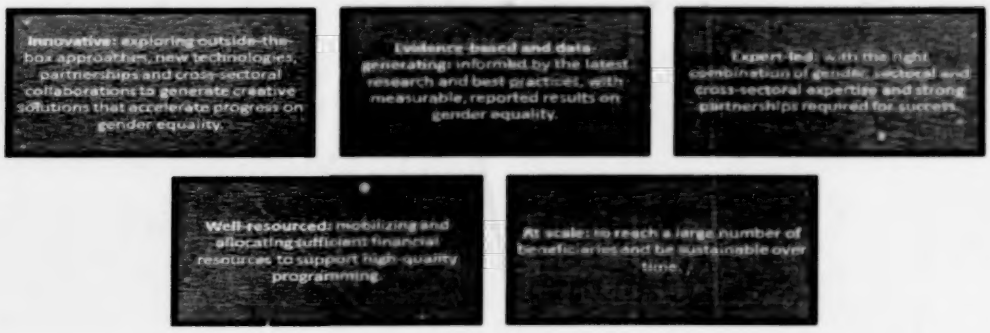
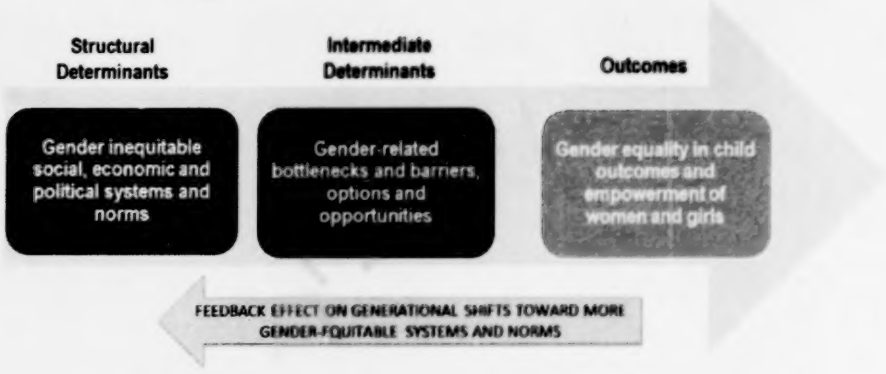

Innovative: exploring outside-the-box approaches, new technologies, partnerships and cross-sectoral collaborations to generate creative solutions that accelerate progress on gender equality.
Evidence-based and data-generating: informed by the latest research and best practices, with measurable, reported results on gender equality.
Expert-led: with the right combination of gender, sectoral and cross-sectoral expertise and strong partnerships required for success.
Well-resourced: mobilizing and allocating sufficient financial resources to support high-quality programming.
At scale: to reach a large number of beneficiaries and be sustainable over time.

Figure 4: GAP causal framework

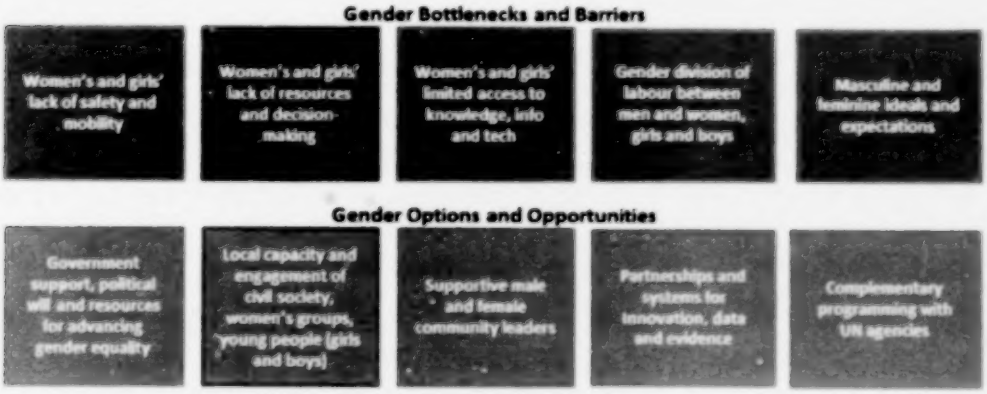

Structural Determinants
Intermediate Determinants
Outcomes
Gender inequitable social, economic and political systems and norms
Gender-related bottlenecks and barriers, options and opportunities
Gender equality in child outcomes and empowerment of women and girls
FEEDBACK EFFECT ON GENERATIONAL SHIFTS TOWARD MORE GENDER-EQUITABLE SYSTEMS AND NORMS

The GAP causal framework is used to identify how and where gender inequalities affect child outcomes, in order to develop programmatic responses and determine means for tracking results. In particular, the framework identifies how gender inequalities at the structural and intermediate-determinants levels influence outcomes for girls and boys. Gender-equitable outcomes in turn provide a feedback loop for generational shifts towards more gender-equitable systems and norms.

Figure 5: Using Gender Data and Evidence

Data on gender outcomes for children may apply to both girls and boys (e.g. levels of education), or only girls (e.g. proportion of pregnant adolescent girls), or to mostly girls (e.g. percent experiencing child marriage) or mostly boys (e.g. percent child soldiers).
Sex Disaggregation is only a first step. Sex disaggregation should be done in combination with age, wealth, or other key measures. National data patterns may differ radically from global patterns. Some sex disaggregated data can be deceiving because of the measures used and should be triangulated.
Good sources of gender data are not limited to the DHS and MICS, but also health and education monitoring systems, national census and other statistics, real time data from humanitarian monitoring, and a range of qualitative and participatory data sources.
It is important to not just look at outcome data on gender, but also data on determinants. Gender Profiles, with national data on indicators that provide an overview of gender equality and the status of women, and girls and boys in the country are an important resource.

Figure 6: Gender barriers and bottlenecks, options and opportunities


Gender Bottlenecks and Barriers
Women's and girls' lack of safety and mobility
Women's and girls' lack of resources and decision-making
Women's and girls' limited access to knowledge, info and tech
Gender division of labour between men and women, girls and boys
Masculine and feminine ideals and expectations
Gender Options and Opportunities
Government support, political will and resources for advancing gender equality
Local capacity and engagement of civil society, women's groups, young people (girls and boys)
Supportive male and female community leaders
Partnerships and systems for innovation, data and evidence
Complementary programming with UN agencies

Once gender inequalities that negatively impact child outcomes are identified, the Barriers and Bottlenecks and Options and Opportunities analyses are used to identify solutions to address those disparities.